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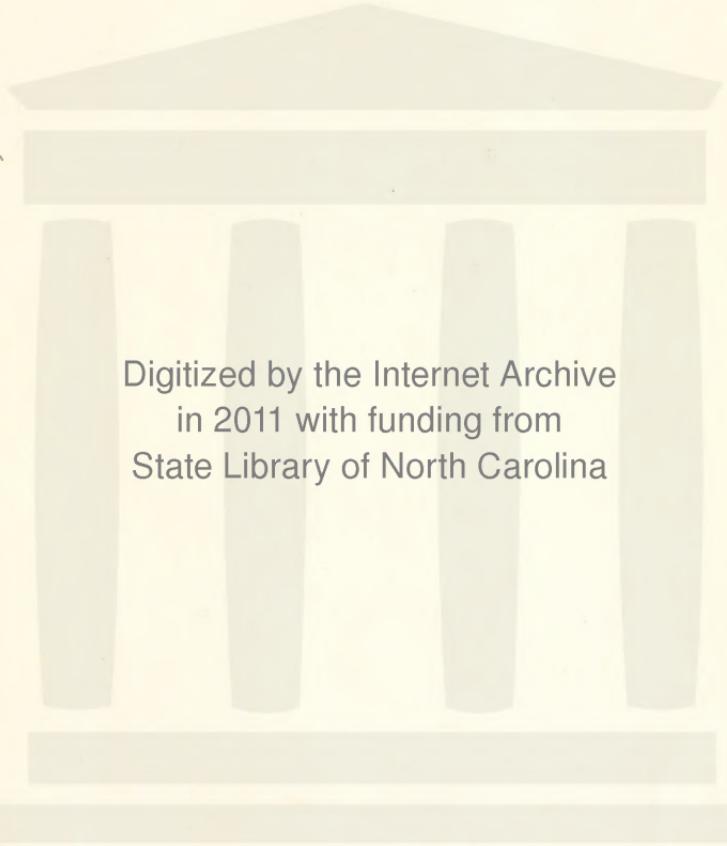
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## PROGRAM OF WORK

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RALEIGHCOUNTY SUPERINTENDENTS  
OF PUBLIC WELFARE

INCLUDING

INSTRUCTIONS IN METHOD AND PROCEDURE  
OF KEEPING RECORDS

ISSUED BY

R. F. BEASLEY

STATE COMMISSIONER OF PUBLIC WELFARE



1919

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## CHAPTER I

### GENERAL DUTIES

The duties of the County Superintendent of Public Welfare of North Carolina as provided in the law are as follows:

- I. As Chief School Attendance Officer, to enforce the compulsory education law, dealing particularly with those cases where unexcused absences beyond the jurisdiction of teacher or principal require investigation and action.
- II. To investigate applications for relief made to the County Commissioners and advise them as to proper disbursement of poor funds or other proper action relative to such cases.
- III. To act as agent of the State Board in relation to any work to be done by the State Board within the county.
- IV. To supervise and help persons discharged from hospitals for the insane and other state institutions, including state prison, reformatories, institutions for children, etc.
- V. To exercise oversight of persons in the county on parole from penitentiary and reformatories.
- VI. To look after and help children who are in danger of becoming delinquent or dependent and prevent such children from falling into delinquency or neglect.
- VII. To act as Probation Officer for children adjudged delinquent by the courts and to assume, under the direction of the court, the work of guardianship of children adjudged neglected.
- VIII. To promote wholesome recreation throughout the county for adults and children.
- IX. To enforce laws relating to amusement places or other commercialized recreation.
- X. To exercise oversight of dependent children who have, under the direction of the state board, been placed in homes within the confines of the county.
- XI. To help the unemployed to obtain employment.
- XII. To study conditions and causes of poverty and distress in their respective counties.
- XIII. To inspect and investigate county homes, convict camps, almshouses, and report to the State Board of Charities and Public Welfare such matters respecting these institutions as may be required by the State Board.

XIV. To act as Secretary of the County Board of Public Welfare.

XV. To act as Chief Probation Officer should there be any probation officers in the county or cities in the county already employed or subsequently to be appointed.

XVI. To assist the Child Welfare Commission in the enforcement of the Child Labor Law.

Superintendents of Public Welfare should bear in mind that all the above are equally their duties, and that nothing in the law justifies the Superintendents in employing a disproportionate amount of time in any one of their duties. The fact that the salary of the Superintendent is provided jointly by the Board of Education and the County Commissioners, does not in itself mean that one-half of the time is to be employed to enforce the educational law. The Superintendent is to divide his time among all the above duties. Some things naturally take longer than others. The thing to remember is that none of the duties are to be neglected nor any of them to be developed at the expense of the others. If the Superintendents find it impossible to give enough time to all the duties prescribed, it is legitimate to postpone some of them to a later date. For example, if the pressure of work as Juvenile Court Officer, School Attendance Officer and Supervisor of Commercial Recreation does not at first permit the development of any other functions it may be well to get these special services well under way and then as soon as possible, proceed to the other duties. Where Superintendents find more work than they can handle they should take up the matter of securing proper assistance from their boards.

## CHAPTER II

### METHODS OF WORK

In the course of the variety of work falling to the Superintendent of Public Welfare there are three types or methods of activities that are required again and again, and it is important to get those three methods clearly in mind. They are:

1. Methods of Case Work.
2. Methods of Publicity and Education.
3. Methods of Organization.

#### I. What is Case Work?

The case work method should be applied at least in the following activities of Public Welfare Supervision:

- A. Juvenile Court Investigations.
- B. Probation.
- C. Supervision of any persons on parole from Institutions.
- D. Investigation of applications for public relief.
- E. Enforcement of compulsory education.
- F. All work in connection with cases of dependency or neglect.

What is the case work method and what kind of work does it involve? In case work the family is used as the unit. Every time a case is reported, whether it be a child, or a family in distress or a sick man, the chances are there is a family problem to face. Whether the child is reported as delinquent or the husband as unemployed or the wife as sick, or another member as tuberculous, the chances are that something is wrong with the whole family. Before we can give help to the child or other member of the family, and work to the individual, we have to know the whole family situation. The case method, then, means that you attempt, in the first place, to secure information about the family and its troubles. Some of this information can be obtained from the members of the family themselves. It is necessary to supplement this information from relatives living in the same locality or living elsewhere, from public officials, teachers, employers, the church and minister, social workers, etc. From all this information it is possible to gain a clear picture of the family; from such a picture it is possible to gain an idea of their needs and develop what is the best thing to do either for the family as a whole or for such members as need special help.

To make this clear take the following instance, in which the method of inquiry is illustrated. (The method of writing up the record or history is also shown in order that a clearer mental picture may be secured. The explanation of the date, words in black face, etc., is in Chapter IV.)

2-2-20

See report from constable Johnson, filed herewith.

**CALLED AT THE HOME** and found Charlie playing around in a two room shack, one room of which was occupied by another family. Jimmie, 15, Mary 9 and Joe 6, were also at home but in a very dirty condition. The room was furnished with an old stove, a bed, a pallet on the floor, a chair or two and some boxes. All the children looked poorly nourished, Mary probably tbc. and Jimmie subnormal. As the mo. earned food for the chn. by working in the field of Mr. Jones, the farmer, she was not at home. The Sup't. went to the field and talked with the mo. She said that Charlie had never been taken up for stealing before and she was having a hard time since the fa. had died. Mrs. Smith and her husband had been raised in the same community; they both were born on farms within ten miles of her present home. When quite young they took up together, he not having the money to buy a license, and they had been living together ever since, moving from one farm to another in the county working as day laborers. Neither one could read or write. They had just moved to the present farm when he died and she had stayed on working for Mr. Jones. She said that she tried to get Jimmie to work with her for the extra pay, but he was too stupid to be any good. Charlie worked occasionally but she tried to keep him in school some. She said Mary had been sickly ever since she had the Flu.

**CALLED ON DEACON WHITE** from whom the ax was stolen, and the fact was brought out that he had suspected Charlie of taking things because he had seen him hanging around the barn. One morning just as he finished cutting wood he saw Charlie coming down the road; and later, having been in the house for something and coming into the yard he saw Charlie leaving the place running. Later he missed the ax. He thought the whole family a bad lot and said the mother would not go to church or send the children to Sunday School.

**MR. WALLACE** who lives in the other half of the house, said he saw Charlie running away from the Deacon's but refused to act as witness as he had nothing against the family and was sorry for the mo. who had to work so hard.

**AT THE SCHOOL** the teacher said that Jimmie had never been able to get beyond the first grade but that Charlie was bright, though inclined to truancy. She said that she had often suspected Charlie of taking small articles in the school room but had never caught him. He was at the head of most of the mischief, such as raiding melon patches and bullying smaller boys.

**THE LOCAL COURT** showed no court record for any of the family.

**CALLED ON DR. LEWIS** who had attended Mary when she had the Flu. He said that she had had a bad case and her right lung was affected. He thought that proper nourishment and care would cure her. He also said that he thought Jimmie was

hopelessly f-m and that he needed special training if he would ever learn anything. He promised to call the next day and examine Mary further.

**CALLED AT THE RECTORY.** Rev. Mr. Leach was inclined to be severe on Mrs. Smith because she had not been married and took no stock in church. Apparently nothing definite had been done to help the family after their failure, though some of the church members had in times past shown some interest in the family. Talked with him at length about the advantages of tying the children up with the church and finally secured his willingness to coöperate by interesting the family in the church.

2-3-20

**AT THE HOME** the Supt. found that the Doctor had been there and still thought proper food and care would cure Mary, and that Jimmie should go to an institution. The Supt. took Charlie and his mo. to town to the Judge who gave Charlie a talk about the danger of tampering with other people's property and told Charlie to go back to school. The talk seemed to impress the boy. Application was made for Jimmie's entrance into a feeble minded institution.

**AT THE TOWN OFFICE** the Supt. reported the home condition to the Public Health Nurse who promised to call at the home to instruct the mo. in the care of the home and the special diet for Mary. The nurse said she would follow up her instructions by numerous visits.

2-4-20

**AT THE WOMAN'S CLUB** meeting the Supt. talked with Mrs. Winston Chalmers about the family, pointing out the need of friendly interest and advice to the mo. Mrs. Chalmers said she would be able to make several visits a week to help the mo. care for her small home.\*

\*It may be advisable to use abbreviations for many of the common words, as follows:

bro.	.....brother	supt.	.....superintendent
ch.	.....child	Res.	.....residence
chn.	.....children	fr.	.....from
fa.	.....father	gr.	.....grade
mo.	.....mother	inf.	.....information
neigh.	.....neighbor	inv.	.....investigation
sis.	.....sister	reg.	.....regularly
prin.	.....principal	rep.	.....report
rel.	.....release	temp.	.....temporarily
sch.	.....school	w.	.....with
tr.	.....truant	wkg.	.....working
wk.	.....week	com.	.....committed
A. Off.	.....Attendance officer	cr.	.....court
contd.	.....continued	H. of D.	.....house of detention
del.	.....delinquent	off.	.....officer
neg.	.....neglected	P. D.	.....police department
par.	.....parole	prob.	.....probation
P. O.	.....probation officer	V. P. O.	.....volunteer probation officer
sup.	.....supervision	W.	.....white
col.	.....colored		

All this is but a sketch, as work with the family would be continued until they were all well and the family able to live a normal life on their own resources.

Had the Superintendent merely acted on the complaint against the boy, sending a report in to the Judge and had the boy committed, it would have meant simply another boy in the reformatory, increased

expense to the State, and no improvement of the family conditions. As the result of proper investigation and, of course, case work, not only was the boy saved the term in the reformatory and the consequences attendant upon it, but an entire family was placed on the road to a normal life and self-support.

## **II. Education and Publicity:**

Public welfare work is new in North Carolina and the Superintendent of Public Welfare should remember that the county cannot get acquainted with his duties and activities except through himself. Nor can he get any help except as he proves his need. It is, therefore, necessary for him to inform the public in every possible way of his work on the one hand, and of his needs on the other hand. He will, therefore, find it advisable to use publicity of two kinds: one of a general type to inform the public of what public welfare means and what his activities actually are; the other type of publicity should be so planned as to get the authorities to make necessary appropriations, and the public to approve such appropriations. The Superintendent should make the acquaintance of the editors of newspapers in his county and should seek personal relations with them. He should explain to them in the first place the exact nature and extent of his duties and get them to see that the activity of the press would be of great value in the public welfare work of the county. He should arrange, if possible, for some publicity material to appear regularly, at least once a week. Such publicity material may be prepared by the Superintendent or, if the editor is willing, it can be prepared by him from facts presented by the Superintendent. The improvement of the behavior of the children on the streets, attendance at school, getting medical treatment for poor families, sending children to institutions, starting a subscription for playground, collecting funds for a rest room for women; these are all activities which occur every day in the course of the Superintendent's work and are good material for publicity. It is hardly possible to overdo publicity. The chances are there is always too little publicity rather than too much.

But the press is not the only avenue for public information and education; every parent-teachers association should be personally addressed in its meetings, every woman's club, church aid society, teachers' meeting, chamber of commerce, etc., should each have an opportunity to learn at first hand from the Superintendent the nature and extent of his work. He should deliberately plan to appear before every group and organization in his county. Whatever success he will have depends upon the good will and understanding of the community and the only way to gain that is to let them know what he is doing. The churches will frequently be open to him if he asks for the pulpit. The State Commissioner is always ready to advise on the type of publicity and the local press and ministry can be made of great value.

Often the Superintendent is handicapped by the lack of supplies and for funds for general expenses and relief. Often they are unable to keep their records and correspondence for lack of clerical help. No Superintendent can get along without at least the necessary office supplies, reasonable clerical help and a car for traveling through the country. He may ask his county commissioners for these things and be told that there is no money to be had. As a matter of fact, there is always to be secured money enough for necessities. It is necessary for the Superintendent to show this necessity. How can he do it? He must exert pressure, when necessary, upon the county commissioners. How may that be done? Here again we come to publicity; this time not for general information but to create pressure through understanding. Public meetings, special meetings of civic organizations, resolutions passed by them, letters written to the commissioners individually and in a body; these and many other means of publicity may be legitimately used to prove the necessity of help needed and to show what the people understand and approve. Often publicity of one kind or another may help some special work that he has under way. No County Superintendent can get what he wants or needs unless he exerts his efforts to prove his need and to get the public behind him.

For example, if he desires to have a number of the children of the county examined for physical defects with a view to having them treated, this and other ways may be used and, through publicity, his purposes accomplished in the county—that is, by letting every one know what he is doing and what there is in it. In the case method the important thing is dealing with the actual problem of the individual or family. In publicity lies the method for obtaining the necessary help to do case work or carry on other activities.

### **III. Organization:**

The third important method that must be used by the County Superintendent of Public Welfare again and again is the method of organization; *i. e.*, organizing groups of people for special purposes. For example, he needs volunteers to act as probation officers; he needs volunteers to investigate; he needs a committee to raise funds for a rest room or play-ground; he needs a meeting to pass resolutions to present to the county commissioners or to private associations; he needs representatives in the villages and other small communities of the county; he needs the coöperation of other agencies in many projects for the county welfare. How shall he get all this? He must know how to organize committees, how to hold meetings, and if he does not know how he must learn it and he must keep on practicing. He must get to know the leaders of the county, with respect to their personalities, lives and interests. Some such person will always be willing to organize some specific group and get some special action under way. Mr. Smith may

be just the person to organize a committee on probation work. Tim Jones may be the most honored colored man of the county; he will be glad to organize a colored auxiliary. Mrs. Doe may be particularly interested in the schools and will take a lead in starting a play-ground. The Superintendent should study the main interests of the people and should always call on the right person to help in the particular undertaking on hand. In organizing a group or committee the Superintendent should act merely as the person to get them together; he should explain the purpose of the meeting and state that any organized group or committee working as a unit is the best way of helping him. He should ask them to elect their own officers and to act through their officers, he should not have to call upon any individual member of the committee for coöperation but see that they are well organized and that they have an official representative with whom he can communicate. Throughout all his work, well organized committees or organizations will be his main reliance and principal aid.

In carrying out this portion of the work the Superintendent will get a great deal of help from the members of his Board of Public Welfare. The three members who are appointed by the State Board will be of great assistance in advising on all departments of the work of the County Superintendent, but more especially in assisting with the organization of the communities for special purposes and in forming societies to undertake special types of work where the need for such is clearly evident. The members of the Board might undertake work as volunteer visitors or probation officers on special cases or in other ways constitute very helpful agents in promoting the work. The Superintendent should feel free to call upon the Board of Public Welfare for advice at all times and should report regularly to them. The law provides that they meet once a month and that the Superintendent act as Secretary of the Board. The members of the Board should have a broad and comprehensive idea of the County's needs and take the lead in developing public interest and support.

#### To Sum Up:

There are then three principal methods for the Superintendent always to keep in mind in pursuing his work:

1. The case work method, used in all instances where dealing with the individual or families.
2. The publicity method, for informing the public, getting their interest and confidence and for obtaining necessary appropriations and help.
3. The organization method, for getting action on special problems through coöperation with everybody, as organizations, committees and associations.

## CHAPTER III

### RECORDS

Records must be on paper and not in the Superintendent's memory, and they must be so devised that anybody stepping into the Superintendent's place, after one explanation of the system, should be able to find everything without again referring to the Superintendent. The Superintendent sometimes resigns, sometimes even gets sick, but the work must not suffer. Moreover, assuming that the Superintendent has clerical help and other assistance, all the workers should be able to use the records. The record system described in this chapter is the minimum with which the office of County Superintendent of Public Welfare can get along. The State Commissioner will make such changes from time to time as seems advisable, always with a view to more and greater simplicity. The Superintendent of Public Welfare should feel free to consult directly with the State Commissioner in regard to records and all other matters. In directing the record system there are two things to bear in mind, namely:

- I. Arrangement and Handling.
- II. Content of the Record.

#### I. ARRANGEMENT AND HANDLING OF RECORDS

The record system consists of card index, file folder system and record proper. The card index and file are for ready reference and act as a guide by which to file material or records proper. The file or folders are for the purpose of holding the records or material. The index card system, therefore, must be so planned as to be the guide to the filing system.

##### A. General Card Index

A General Card Index should be built up containing reference to every person or subject dealt with by the Superintendent. For example, the names of persons, subjects, departments, etc., would all be arranged on cards in alphabetical order regardless of the nature of the material indexed; for example, take the case of the delinquent boy and his family discussed in chapter two; there would be a card for the boy showing where the material relating to this case was to be found:

Smith, Charles  
Stony Point

G.F.-58

Lives on Clark Farm located on main road from Stony Point to Baldwin, one mile beyond the road spring.

It developed later that his sister also became subject for treatment and some correspondence had to be carried on in regard to her; she should also have a card. The oldest boy was sent to the institution for feeble-minded, very probably correspondence would be had with the superintendent of the institution regarding the oldest boy, so that his name also would have to be placed on a card. We find also that a report has been made by the school teacher of Charlie's frequent and unexcused absences from school so that the Superintendent also had to deal with him as a matter of school attendance. As a matter of fact all this correspondence and complication refers to one family, and information and correspondence regarding all members of the family should be kept together and the history of the family written up in one place. It should be possible to find the history or record of all information no matter what name occurred in correspondence or what member of the family is inquired about; therefore, in the filing or folder system there would be only one folder for the whole family but in the card index we would have the following:

One index card for Charlie Smith.

One index card for Martha Smith, mother.

One index card for Jimmie Smith.

One index card for Mary Smith.

One index card for the friendly visitor, who has consented to take an interest in the family.

Yet all these index cards would refer to the same folder, that is, to the same material.

What should appear on the index card:

(1) Name of the person or subject. On card for a person, the family name first and given name following: as, Smith, Charlie E.; and for subject as, Delinquency, Literature on.

(2) Reference to the file in which the material is to be found. This would appear in the upper right hand corner, "GF-58" or "JC-27" (for explanation see below).

(3) Address, directions, when necessary, as to how to reach the home on card for person; author on card for subject.

## B. Special Indexes

To make possible quick reference and the keeping together of cases on which work is being done at the time, it is advisable to have a few special cards like the following:

(1) Probation cards, for each case on probation at the time. A bunch of cards of this kind at this time makes it possible to know just exactly how many are on probation at the time.

(2) School attendance cards. Cards with the names of children who are being investigated or will be dealt with from a point of school attendance.

(3) A special index should be kept of all open cases, that is, cases on which any work is being done during the month. At the end of the month

the cards for those cases on which work has been completed should be removed and after the monthly report has been made they should be filed under closed cases.

(4) Other special groups as the work may require.

It may be advisable also to have a card tickler system, which consists simply of a number of cards marked with the days of the month. Behind each card a paper or card is placed indicating the things to be done on that day; for example, cases that appear in court or reports that should be rendered, etc. Such a system is convenient when necessary but should be introduced only as need occurs.

These groups of cards may be kept in a separate drawer leaving one drawer entirely for general index so that at first two index card drawers only would be required.

### C. Filing or Folder System

The filing system is to be placed in a cabinet containing one or more drawers of a size to permit folders about 10 by 12 inches (10 x 12 is standard inside measurement of drawer in standard file). The filing system will consist of three separate sets of folders constituting three separate files, namely.

1. Juvenile Court File.
2. School Attendance File.
3. General File.

(1) *Juvenile Court File.* The folders in the Juvenile court file would be arranged in numerical order, the first case being farthest back and the last case nearest the front so that the last case will be always near at hand when handling the files. The folders would be numbered in accordance with the numbers of the cases appearing in the docket book so that if John Sullivan is number 27 in the docket book, his history and official papers would appear in folder No. 27 and his index card would naturally appear in general index card file in its alphabetical place referring to Juvenile Court folder No. 27 (JC-27).

(2) *School Attendance.* In the school attendance file one folder will be applied to every school. These folders will be arranged alphabetically by townships and the townships arranged alphabetically so that to find any school it would be necessary to know the township in which it is situated and the number of the school or district. In the General Card Index File there will be a card for each township, setting forth names or numbers or both of the school in its jurisdiction. When the school is known by name a card will also be made for it in the General Card Index File with name of township in which it is located. All correspondence and reports relating to school attendance would be found in the folder of the corresponding school to which it refers. If, upon

investigation, the case on which report of unexcused absence is turned in, is found to be a case requiring treatment through the juvenile court or through welfare officer or any other kind of activity, except merely the enforcement of the compulsory education law, then the child or family would be dealt with as any other case; that is, an index card would be made out and history and correspondence would be placed in the general file in a separate folder to be described below. Reference would be made on any case, however, to show that it had been reported for nonattendance at school, as indicated in the following individual case: in the school attendance file in the township of Jackson, in district school folder No. 5 will be found the teacher's report on a boy's absence, and in GF-92 will be found the history and general information about the family and whatever treatment they received.

(3) *General File.* General file will be arranged numerically, every new subject and new person with whom correspondence is maintained receiving a separate folder. The name of the subject or person appears on the general index card which also shows the number of the general file folder in which the subject or correspondence is to be found. For example, correspondence with George Black might receive folder No. 152; immediately after such correspondence a pamphlet on the subject of "illiteracy" may come, which may then receive folder No. 153. The index card for the latter would come under "I" but the folder would come immediately after George Black.

#### **D. Forms**

The forms will be known by the following numbers and names:

1. *Monthly Report Sheet.* This is to be used in making the required report of the work of each month to the State Board of Public Welfare. The Superintendent should make this out at the beginning of the month, covering the work done during the preceding month, and send it to the State Board immediately.

2. *Family Investigation Sheet.* This is sometimes called the face sheet and is to be used, in all except Juvenile Court cases, for recording the main facts secured in the investigation.

3. *Report of Attendance Officer to the County Superintendent.* This form is to be used only when there is a special Attendance Officer appointed for the city in the county. A special report from him is necessary in order that the County Superintendent may make a full and accurate report to the County Board of Education of the attendance work for the month.

4. *Superintendent's Report to County Board of Education.* The law requires a monthly report by the Superintendent to the County Board of

Education on the School Attendance work. This form will facilitate the work and make the reports uniform.

5. *Yearly Attendance Record.* This is kept by the County Superintendent in his own office and is for the purpose of keeping his attendance statistics up to date.

(Other forms are numbered and explained under Juvenile Court and Probation, Chapter V.)

## **II. CONTENT OF RECORD**

The above describes the general arrangement of the record system. The exact nature and contents of the records to be kept will be referred to in detail in connection with the several divisions of work to be described in the following chapters.

children, etc.

## CHAPTER IV

### CHILD WELFARE

"Suffer little children to come unto me and forbid them not." This should be the guide of the County Superintendent of Public Welfare in his work for children. The Superintendent of Public Welfare should consider himself the protector of all children in need or trouble. Rarely, if ever, are children responsible for their condition even when accused of stealing and other crimes. It is largely because they have not been trained or because their elders have failed them. From the standpoint of the Superintendent the child is just a child, whether neglected, dependent or delinquent and should be dealt with mainly as a child; it needs care, education, shelter, play and sympathy. He should also remember that when a child is in trouble, frequently some adult is to blame, and in most cases his own parents. It is as important to prosecute those who are responsible for neglect of the child as it is to help the child out of its trouble. It is important to remember that a neglected child may be simply one member of a family in which there are other members also suffering distress or illness. In other words while the child is a point of consideration and his needs are very important, it is more important to consider the family as a unit in which to work; therefore, the case method applies with reference to any children reported or otherwise found dependent, neglected or delinquent.

What kind of conditions arise rendering children subject to attention by the Superintendent? One or both parents may be dead; parents may be ill or away; the whole family may be poverty stricken; the children may be truant from school; the child may be crippled or have some other physical defect; may be feeble minded; may be infected with tuberculosis, hookworm, pelagra, etc; may be disobedient; may be associating with vicious and immoral persons; begging or soliciting alms; vagrant; stealing; he may run away from home. All such conditions would justify the Superintendent in taking action. Action may consist of anything from investigation of an unexcused absence from school to court action with a view to commitment to an institution or to appointment of a guardian. As an example of what may be undertaken by the Welfare Superintendent we may cite the case of one Superintendent who arranged for a clinic with prominent physicians to examine patients from all over the county to the number of over a hundred and, as a result, over seventy children were treated for tonsils, adenoids, eye trouble, etc. Obtaining admission for children to the school for deaf and blind or making arrangements for placing children in families through a placing out agency, are some of the things undertaken by the Superintendent. In all this work, as in most phases of his work, the Superintendent should endeavor to secure coöperation of available agencies,

either private or public, or other resources of the state department. For example, the Associated Charities, the county chapter of Red Cross, King's Daughters, Church Aid Societies, Children's Aid Societies, Junior Red Cross, Superintendent of Schools and others in most places are ready to coöperate to the limit of their means.

A word should be said here about the children who have to be removed from their own homes or from their natural ties. In considering this type of cases there are two extremes to be avoided. The one extreme prompts removal in all cases where difficulties arise; this is the easiest solution for the social workers and is often resorted to when the load of work is heavy or the correct solution is not readily conceived. The other extreme, of refusing to break up a family on the basis that no condition is serious enough to warrant the separation of a child from its parent, is not founded on reason so much as on sentimentality and should also be avoided.

The breaking up of a home is a serious act, and justifiable only under exceptional conditions. The rights of the parents must be given due consideration, but in every instance the best interests of the child should be paramount and where the cause of dependency or neglect is of a permanent nature removal is right and expedient.

When it has been deemed advisable to pursue this course the Superintendent has the choice of two methods of caring for the children. He can either make use of the institutional method or the placing out method. The former system is more often used in cases of defective and delinquent children and until recent years has been the most used means of caring for the dependent and neglected. The system that has been advocated recently as giving the child a natural home is that of placing out in private families. This is more suitable for the dependent and neglected and should seldom be used for the defective and delinquent, for they should be placed where special training and care can be given. A good discussion of the relative merits of the two systems can be secured in Mangold's Problems of Child Welfare, pages 433-473.

In securing satisfactory private homes, the Superintendent can make use of organizations already existing for that purpose; such as the North Carolina Children's Home Society, or he can secure the homes on his own initiative. In making such selections, however, he must exercise great care not only as to the type of family used but the adaptability of the particular child or children to that particular family. Great as is the need for morality and cleanliness in a home, their presence does not complete the requirements for a satisfactory home. A Catholic child should never be placed with a family of Protestants and vice versa; a delicate, refined boy with small bones and a love of art should not be placed with farmers of large physique and unrefined though wholesome tastes, etc. Great care should be exercised in choosing a home which will harmonize with the qualities of the child being placed

and will give him full opportunities of developing. Church and school facilities should be considered also, in order that well rounded educational opportunities may be afforded the child.

The Superintendent is also supposed to act, whenever called upon, as county representative for the Child Welfare Commission in carrying out the laws covering Child Labor. He is to aid the Executive Officer in making inspections and holding conferences on the means of producing greater safety and sanitation and eliminating unlawful employment of children. The importance of this part of the work of the Superintendent should be emphasised because of its close relationship to the elimination of delinquency. In one county 36 certificates were revoked because of the immoral and unhealthy conditions under which the children were working. The Superintendent can readily see the future benefits resulting from the removal of young children from deteriorating influences. Let us impress once again the necessity of preventive work accompanying and even taking precedence over remedial work.

Any action taken in behalf of the child in any way related to it should be carefully and fully recorded, and his record or history should be kept in a separate folder for each case in the general file, referred to above, and the proper index card should be made out and placed in the general index file. To illustrate the type of history to be kept on a case of this kind we will take the following: Take into consideration the case of Charlie Smith referred to above. When the report is sent in by the officer, a general index card is made out on the form noted above (chap. 3); at the same time a folder is numbered and the name of the child is placed on the tab. On the general index card will be written in the corner "GF-58" to refer to general file in which this case is placed. Investigation is then made, as illustrated in chapter two and the information which is secured is entered upon the investigation sheet (also called the face sheet). No information should be entered on this face sheet until it has been verified. The first interview should be written in detail on the history sheet, the date of the visit should be entered to the left of the margin line and the interview should open by stating "Called at the home" giving address. Also "At the courthouse" the records were examined," etc. The portion which shows where the call was made should be in red, or caps, in order that a desired interview may be more readily found on the history sheet. If the case happens to be a juvenile court case, it is advisable to enter in red, or caps, those facts pertaining to the court action; for instance, when a complaint is made and the fact is entered on the history sheet put the word "complaint" in red and the date of hearing should also be in red, when result of hearing is given and entered, it is advisable to put the word "neglected," "delinquent" or "dependent" or whatever decision is given, in red, or caps.

Not only should all investigations be entered on history sheet but everything that is done, equally everything that is learned should be

written on the history sheet. For example, when Jim Smith was examined by the doctor, the fact should be entered on the record sheet under the date of the interview on which the Superintendent learned of the fact; also if he received a written report from the doctor at the same time, the report should be filed with the case. Again if the Superintendent calls on the Public Health Nurse or telephones to her telling the family situation asking her to call, entry should be made under date of call or telephone message. If the Superintendent gets any information on a case from unexpected sources while pursuing the routine of his work it should be entered on the history sheet.

This may seem at first to be cumbersome but you will readily understand its value when you have written up a case and are anxious to find a given court action or given interview readily. All correspondence which relates to the case should be placed in the file folder with record; so also should all reports received from the school or, in juvenile court cases, from the court, etc., copies of all letters sent out should also be preserved and filed chronologically with the case in order that the folder may contain a complete statement of all that has been done in handling the situation.

## CHAPTER V

### JUVENILE COURT AND PROBATION

The Superintendent of Public Welfare should bear clearly in mind his relations to the Juvenile Court and his connection with it.

In the first place, the Superintendent is not the judge and has no right to exercise the prerogatives of the judge. He should not conduct his business in such a way as to give the child or the parents the impression that he has the power to decide matters pertaining to Juvenile Court. He should not conduct the court sessions and should appear rather as a mediator between the judge and the defendant.

The relations of county Superintendent of Public Welfare to the judge of Juvenile Court are as follows:

He is, in the first place, the public welfare officer through whom the judge obtains information in regard to the condition of the neglected, dependent and delinquent children of the county. In this respect the Superintendent is not a court officer. As welfare officer he determines where and under what circumstances it is reasonable to bring the case of the child before the judge. When he does, in the manner provided by law, bring the case of the child before the court, then his relations become those of a probation officer; that is to say, the court may require him to make investigation to be reported back to the court. Most of these investigations will probably have been made already in the course of the Superintendent's activities as welfare officer. But he, as welfare officer, is interested in dependent children and is not required to report to the court. Such action is required only in case there has been an official report either by him or others to the Juvenile Court.

It is assumed that the Superintendent will endeavor to deal with the case in such a way as to make unnecessary any court action. When complaints are made by anybody against a child and petition filed in accordance with the law, the Superintendent should attempt to persuade the complainant to postpone formal action until after an opportunity for investigation by the Superintendent.

While the law does not provide that the Superintendent act as Court Official or Clerk, in practice it is well for the Superintendent to act as representative of the Court in taking care of such matters as issuing of summons, subpoenas, warrants and the like. Always, however, he should remember that he is acting only by the courtesy of the Court, not carrying out the duties devolving upon him by law. To present more clearly the work of the Superintendent in connection with the Juvenile Court and probation let us assume the following hypothetical case:

Peter Jenkins was reported to the County Superintendent of Public welfare by the constable or police for stealing some gunny sacks. The Superintendent immediately sets out to investigate the case in the

method described in Chapter II. He may find that it is a case requiring court action, in fact he deems it right to bring both the child and his parents before the court. The Superintendent, acting by the authority of the judge, issues the summons to the child and another summons to the parents. The summons is handed the constable or police officer. The superintendent should not serve the summons in person except when unavoidable.

If necessary, he may subpoena witnesses in the same manner. The date for hearing is to be set by the judge or for the convenience of the judge but the day of hearing should be so set as to be convenient also to the child's parents, who may be working people, so that they may not lose wages or time and, if so requested by the parents, not before the end of three days. Should the child or parents not appear at the time designated or should the welfare of the child require that he be brought immediately to court through the Superintendent or otherwise, the summons or warrant in most cases should be issued for their arrest in accordance with provisions by law.

At the time of the court hearing the Superintendent should have his investigation as nearly as possible completed and record ready as follows:

1. Index card for the child and parents (reference JC-23).
2. A folder in Juneville Court file.
3. The folder should have:
  - (a) report of constable or police officer.
  - (b) a copy of the summons or warrant.
  - (c) investigation or face sheet.
  - (d) history of the case up to date.
  - (e) all correspondence relating to case from teacher, neighbor, social workers, etc.
4. All entries should also have been made on the docket book.

Before the hearing the Superintendent should have a written statement briefly describing the case with recommendations as to action. This statement should be submitted to the Judge before the hearing. A proper form for this report is to be provided and a copy of the report to be placed in the file or folder.

The judge of the Juvenile Court opens and conducts the hearing in an informal way, asking such questions as he desires of the child, the parents or the witnesses, as well as the Superintendent. The Superintendent of Public Welfare should always be present at the court hearings. The Judge may make any decision he desires within the law. The decision will probably take the following forms:

1. He may dismiss the case. This rarely happens if the judge and the public welfare officer work in harmony and if the latter performs his duty of investigation.
2. It may be that he will reprimand the child and parent and caution them in respect to their future conduct.

3. He may commit the child to an institution in which case the proper officer will take him to the institution of commission. In most cases, however, the welfare officer will have to make the necessary arrangements for keeping the child until he may be transferred to the institution.

4. The judge may commit the child to the custody of the State Board of Charities and Public Welfare or to a relative or some other person judged fit to care for him. In such cases the public welfare Superintendent assumes general supervision of the child to see that he is properly cared for in the same way as he would exercise supervision in the case of a dependent or neglected child. Note: The State Board of Charities and Public Welfare is not yet in a position to assume custody of children directly and for the present all assignments must be made direct to party which is to care for them.

5. The judge may place the child on probation for a given period of time, in such cases the Superintendent of Public Welfare acts as probation Officer or chief probation officer. A proper form should be filled out stating the action of the court and entry should be made regarding the decision on the docket book and also, on the record including both the history and the face sheet.

In so far as possible the presence of the police should be eliminated not only from the trials of children, but from as much contact with the children as possible. The patrol wagon should never be used, nor should warrants be issued for their arrest except in the most urgent cases. The police officer has been associated with the idea of compulsion and punishment, whereas the relation of the court and probation officer to the child is one of education.

When the Judge places a child on probation a statement to the effect should be made on the proper form to the child and its parents or guardian. The conditions of the probation should be stated as outlined in the law. Back of the probation is the authority of the Court. The requirements may and can be enforced by the authority of the county and State. This should give assurance and confidence to the Superintendent in exacting observance of the conditions of probation both for the parent and child. This fact should be made especially clear to the parent, they should understand clearly that they are subject themselves to court action if the conditions of probation are not properly observed and if the case shows that they have not been conscientious in their part of it. They are liable to punishment for neglect in this respect, which is regarded in law as a misdemeanor. The fact, however, should never be lost sight of that the actual contact between the Superintendent and child or family should be one of helpfulness. It should be remembered that the main purpose of probation is to get the child and family to live normal lives; it is desirable, therefore, that they obtain if possible some volunteer probation officer or family visitor. It would be well to develop in the county a service community group of men or women, who will be fully enabled to keep in close touch with a given family. The volunteer should be instructed to avoid placing any stigma on the child and should endeavor to get the confidence of the child. In no case

should a police officer be used as a probation officer. This confidence can be gained by interest in the child's school work or by taking an active interest in his recreation and other such ways. The child may report directly to the officer at stated times and the volunteer may make visits at irregular intervals and report at such intervals as may be required by the Superintendent. At first, these visits should be once in two weeks. In cases where custody devolves upon the Superintendent he may place the child with a reliable family after proper investigation. In regard to this child, the Superintendent would exercise the same supervision as he would in the case of other probationers. The Superintendent has in such cases practically the responsibility of a guardian.

The Superintendent should make himself acquainted with the duties of probation officer and methods of the work by literature now available, a list of which will be furnished.

While it is important that probation should be carefully carried on, it is not the only important work that is to be done by the Superintendent, and is to be remembered that the most necessary work for him is directing the full program which is assigned to him by law, and that no undue emphasis should be given to any one subject or department.

### PROBATION FORMS

6. *Juvenile Court Investigation Sheet.* This is to be used the same as the Family Investigation Sheet except that it applies only to the Juvenile Court Cases. On the back of this sheet is found a place for the Probation History, thus eliminating the necessity of an extra sheet except in very long cases.

7. *Children's Probation Card.* This is the same form already being used.

8. *School Report Letter.* This is to be used in getting the school record of each child that is brought before the Juvenile Court. Its value lies in saving of time used in writing out the letter in full, and in getting uniform information about the children.

9. *Parent's Probation Card.* This card is to be given to the parent of the child on probation, but should be used with discretion. In most cases of delinquency the home conditions play a large part. Occasionally, however, the parents are of a high type, endeavoring in every respect to abide by the law and coöperate with the court in its work. The use of the Parent's Probation Card in such cases would not only be undesirable but would be wholly unwarranted.

10. *Probation School Report.* This card is to be given to the child of school age when placed on probation, and is intended for the purpose of securing regular reports from the school as to his attendance and behavior. It should be signed by the teacher and also by the parent each week.

## CHAPTER VI

### SCHOOL ATTENDANCE

The Superintendent of Public Welfare represents the state in the enforcement of the Compulsory Education Law. Though he is designated the Chief Attendance Officer by the law, he should not be called upon except in such cases where unexcused absences are beyond the power of the school teacher or principal. In the county or city he has, as attendance officer, full authority to prosecute violations of the attendance law. Teacher and principal should be able to handle all cases of non-attendance, except where wilful delinquency on the part of the child and especially where abnormal conditions in the family are encouraging non-attendance of the child. The principal of the school is required to report to the County Superintendent of Public Welfare the name and address of children who have been absent WITHOUT excuse and reason for such absence, so far as they are known to the teacher or principal. These reports should be properly filed and extracts should be made on such forms as are supplied to the Superintendent of Public Welfare for the purpose by the State Commissioner of Public Instruction. In general, four types of situation will be discovered:

1. When the child deliberately refuses to go to school. In such cases the Welfare Superintendent should strengthen the authority of the teacher and parent to the extent, if necessary, of taking the child to court.
2. Cases where the child is absent because he is detained at home by parents or guardians for the purpose of working at home or in the field.
3. Absence due to poverty or sickness in the family, requiring aid and relief.
4. Physical or mental inability to attend.

There is no exception to the requirement that children shall attend school, if within the ages specified by law. The action taken in this type of case may be different, but the result must be the same, namely, to get the child to school. In the first type of case it is necessary only for the Superintendent to convince, if necessary, by court action, both the child and parent that the law must be obeyed.

In the type of case where children are detained for work, exceptions may be made. The law lodges in the Board of Education the power to say under what conditions excuses may be made. The Superintendent should be familiar with these conditions and exercise his full powers to see that they are carried out.

If the family is so very poor that without the efforts of such a child the family will actually be placed in distress, it is legitimate and pro-

vided by law that the Board of Education shall contribute a certain sum of money for each child, who, despite such resources, is required by the County Superintendent to attend school. This is an expense properly devolving upon the county, and should be supplied from the county funds. The family as a whole should be considered and should be helped in every way possible in respect to the required school attendance.

When mental or physical defects constitute the cause of absence the Superintendent of Public Welfare should do everything in his power to have the child admitted to an institution for such mental and physical unfit children, so that he may then receive proper education for which he is fitted, unless the family is able to provide such special teaching at the home. No child except an idiot or imbecile should be permitted to grow up without the advantages of schooling. The State has institutions for the deaf, dumb, blind and crippled, etc.

Forms will be provided by the State for making formal reports to the County Superintendent of Education on all such cases investigated. A special group of cards for cases of school attendance may be kept as suggested in Chapter III. Records and system of filing have been referred to in Chapter III. In attendance investigation and especially if family treatment resulted from the report, the case should be treated as a case in child welfare, Chapter IV.\*

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\*An index card for child and one for parents should be made, record with face sheet and history sheet should be kept in folder, etc., just as in case of child welfare.

## CHAPTER VII

### FAMILY WELFARE

According to the law the County Superintendent of Public Welfare is to have "under control of the county commissioners, care and supervisions of the poor and administration of the poor funds." A strict interpretation of the law gives the Superintendent of Public Welfare power only to investigate and report upon cases of family distress which involves the expenditure of money by the county commissioners. The commissioners have the right to grant or refuse funds. In as much as the commissioners have no other means for investigating and administering the poor funds, the county Superintendent by properly offering his services can relieve the commissioner of an immense responsibility and see that the funds are used only after proper investigation and in the most scientific way. There is no objection to the Superintendent working in family welfare in any way he may judge proper if he can obtain use of private funds either directly or by coöperation with other organizations. There are, therefore, two distinct ways in which County Superintendents may be active as welfare agents:

1. By making clear to the commissioners the duties of a welfare worker and by pointing out the necessity of having more immediate access to funds of the county for this purpose than by having to report each case to the board of commissioners. The Superintendent will in most cases be able to establish such relations with the board that they will permit him to act as executive officer of the board in so far as it affects disbursement of poor funds. He will, of course, have to make proper records and reports of such expenditures.

2. By obtaining the coöperation of private individuals and agencies he may carry out the duties of a welfare officer and use funds and visitors without being subject, in that respect, to control of the commissioners.

Whether one method or the other is pursued and even if both are undertaken, the Superintendent should work along the modern approved lines of family welfare. This involves in the first place "case work method," in the second place proper record and history of the case, and in the third place the utilization of all agencies, private and public and all resources of the county for health, education, recreation, etc.

Family welfare should be thought of in a very broad sense; it really includes all child welfare, school attendance, juvenile court, probation, case work, because in all these the family is to be thought of as a unit. The whole family should be investigated. The whole family should be helped and "treated." Especial reference here to a family welfare is necessary only because cases may be reported as cases of family distress

or poverty and because the law and the method of expending county funds take cognizance of the problem of poor families and place the problem distinctly within the field of the Superintendent's duties. There is no difference in the method of working, on the whole, between family welfare and working with families connected with other problems above mentioned.

The record of the family welfare worker will consist of the following:

(1) General Index Card.

(2) Folder in general file to contain record and history.

This should consist of the following:

(A) Investigation or face sheet, arranged especially for this type of case.  
(B) Any correspondence which may be had in connection with the family, reports, etc.

(C) History sheet containing records of the visits and treatment.

## CHAPTER VIII

### SPECIAL PROBLEMS

While it is important to bear in mind always that every family is a different problem and should be treated as if it were the only thing of its kind, it is well, nevertheless, to bear in mind that certain special types of problems occur again and again and require special attention. Certain standard methods of procedure have been worked out for some of these problems and in some cases there are special institutions built to serve them. It is not intended here to give any complete and emphatic list of these problems or the institutions dealing with them but merely to point out some of the prominent types that require special emphasis, also the more obvious agencies dealing with them.

#### **I. Feeble-mindedness.**

This is constantly appearing among the adults as well as the children. In the more pronounced types it is advisable to secure examination by competent doctors before any step is taken in regard to commitment. In the less pronounced types where the home conditions are fairly normal the child will have to be left in the home because of inadequate facilities for the care of the feeble-minded. The chances are that the school for feeble-minded is in great demand and application should be made for admission of the more pronounced types as early as possible in order to assure the removal of the child.

The Superintendent should bear in mind that what appears as feeble mindedness may be merely backwardness of mental development due to insufficient schooling or under nourishment; therefore, improvement of the school system of the county, the establishment of special classes for backward children, the enforcement of compulsory education law, the activities of home demonstration agent and public health nurse may have direct bearing on various aspects of the problems of feeble mindedness in the family coming under the attention of the Superintendent of Public Welfare. Special literature and information can be secured from Dr. C. Banks McNairy, Superintendent of Caswell Training School, Kinston, N. C.

#### **II. Insane.**

In some families the special source of trouble will be the presence of an insane person. It is important in most cases of this type to remove the insane person in order to establish proper balance in the family. An insane person is not only a financial burden but it also is so severe a trial that it may disrupt the peace of the family. Insane persons may be removed either to private hospitals or asylums, or to public hospitals or asylums. In cases of sudden appearance of insanity of a

violent type only, should the Superintendent permit the insane person to be placed in jail and then only for confinement until proper arrangement can be made for his removal to a hospital or asylum.

In the family where a case of insanity occurs it is well to make special effort to discover the appearance of abnormalities in other members of the family. It may occur that a person on the verge of becoming insane or headed towards insanity may be saved by immediate proper attention. Advice of this nature may be obtained from mental hygiene experts or doctors in hospitals for mentally insane or asylums. The State Commissioner should be able to advise the Superintendent as to the name and locality of persons able to give such advice. Information can be secured by writing to the Superintendents of the several hospitals for the insane.

### **III. Crippled.**

Whenever crippled members of a family are found, whether child or adult, an attempt should be made to obtain medical or surgical aid for correcting the defect if it is of the type that may be corrected, or to obtain necessary artificial limbs; do anything, in brief, to overcome the handicap of the crippled person. This means that in the first place a competent physician should be called to examine the person and to advise the Superintendent what action is possible. Thereupon the Superintendent should do all in his power to obtain necessary treatment. Most hospitals have special rates for persons unable to pay the full fee and many distinguished physicians are willing to perform services at a special low rate and sometimes even free of charge, when persons are unable to meet the bill. In the state of North Carolina there is a special hospital for crippled children being constructed. Every effort should be made to obtain schooling for the crippled person if necessary by securing transportation to school.

### **IV. Deaf, Dumb and Blind.**

It is the duty of the Superintendent as far as possible to remove the handicap of the blind, deaf and dumb. This handicap generally results in lack of education, for the average school is not equipped with special teachers and the state gives such children such necessary training. Persons with such handicaps may be made just as useful and efficient members of society if they are given such school advantages and industrial training for which they are qualified. Whenever children are discovered by the County Superintendent suffering with any of these handicaps he should make every effort to obtain admission for them into institutions maintained by the State, and which they are required by law to attend. Such institutions in North Carolina are:

School for the Blind, Raleigh, N. C. (White.)

School for Deaf and Dumb, Morganton, N. C. (White.)

School for Deaf, Dumb and Blind, Raleigh, N. C. (Colored.)

## V. Orphans.

The problem of the orphan involves only two questions: namely, whether it is better to keep them in the family and assist the mother or guardian by actual grant of money or otherwise to keep the children properly fed and clothed, or whether it is better to place them out elsewhere. For the latter purpose there are available in the State of North Carolina institutions and orphan asylums conducted by private organizations and the churches and a child placing agency which finds private homes for children.

Whether the one method or the other should be used in an individual case depends upon the condition of the family. Except in unusual cases it is always better when possible to keep the child in its own home and help the mother or guardian by regular financial aid either from public or private funds, as they may require, to give the proper care and education to such children. When it is necessary to obtain admission for children to orphanages, there are available:

<i>Name</i>	<i>Located</i>	<i>Superintendent</i>
Alexander Home, Presbyterian	Charlotte	Miss Deal
Baptist Orph. & Kennedy Home	Thomasville	Rev. M. L. Kestler
Christian Orphanage	Elon College	Chas. D. Johnston
Eliada Orphanage	Asheville	Rev. L. B. Compton
Methodist Orphanage	Falcon	Rev. C. B. Strickland
Methodist Orphanage	Raleigh	Rev. A. S. Barnes
Methodist Protestant Home	Winston-Salem	Walter Thompson
Mountain Orphanage, Presbyterian	High Point	H. A. Garrett
Nazareth Orphanage	Balfour	Rev. A. H. Temple
Odd Fellows Home	Crescent	Rev. W. B. Werner
Oxford Orphanage, Masonic	Oxford	R. L. Brown
Oxford Orphanage, Colored	Oxford	Henry P. Cheatham
Orphans Home for Colored	Winston-Salem	Rev. W. D. Poindexter
Presbyterian Home for Orphans	Barium Springs	Rev. W. T. Walker
Pythian Home	Clayton	C. W. Pender
Roman Catholic Orph. for boys	Raleigh	Rev. Geo. Woods
St. Ann's Orphanage for Girls	Belmont	Sister Mary Clare
Thompson Orphanage, Episcopalian	Charlotte	Rev. W. J. Smith
North Carolina Chn. Home Society	Greensboro	W. L. Brewer
Odd Fellows Home	Goldsboro	Chas. O. Baird

## VI. Tuberculosis.

Tuberculosis is likely to be found in a great many families coming under the attention of the Superintendent of Public Welfare. He should be prepared to find Tuberculosis and should arrange for examination for the in cases of apparent poor nutrition undernourishment and general poor health. This is specially true in the case of negro families where the chances are that the is even more prevalent than among the whites.

In families where the home is in poor and unsanitary condition and the degree of intelligence is low, it is advisable to remove the patient from the home either to private or public sanatoria. This is specially true where there are small children in the same family. In most cases it is possible to give good treatment in the home, especially when the

patient is able to follow the instructions of the home demonstration agent and public health nurse in the matter of dieting and sanitation. Milk, eggs and butter should be given and fresh air day and night.

In cases where it is advisable for the patient to be removed from the family the Superintendent of Public Welfare should get in touch with Dr. L. B. McBrayer, Sanatorium, N. C. He will furnish admission blanks to be filled out by the physician of the patient and will advise when it will be possible to secure admission to the State Sanatorium. When it is impossible to get a satisfactory diagnosis at home the Superintendent may secure an examination free at the Sanatorium by Special appointment. Because of the great number of patients that the doctor has to care for at the Sanatorium it is necessary that an appointment be made in every case for the examination. The Superintendent can coöperate with the State Health Department by reporting all cases of tbc to Dr. McBrayer where the patient is unattended by a physician. It is unnecessary to report those being attended by a physician because he *should* report such cases himself.

## **VII. Venereal Disease**

The Superintendent should make himself acquainted with literature on venereal disease and the services available. Material can be secured from the State Board of Health, Raleigh, N. C., which will be of great assistance in understanding the work undertaken by the State Board of Health. There are two exhibits prepared by the Health Department for demonstration of the need of care in preventing venereal disease called "The Venereal Menace" and "Keeping Fit." They consist of 52 cards each and cost \$8.10 each. It would be of great benefit to have these on hand for lectures and exhibitions. The best means of assisting the State Board of Health in their fight and to help reduce the cause of much social maladjustment is to do the following: Direct all cases and suspected cases of Venereal Disease to the clinics or their own physicians; purchase and make frequent use of the exhibits mentioned above; secure literature from the Health Department for distribution. The available clinics are listed below and are free to all who wish to use them. Direct all those who have no private physician to the nearest clinic listed.

### **VENEREAL DISEASE CLINICS IN NORTH CAROLINA**

**January 1, 1920**

The clinics listed below are operated through coöperative arrangements between the North Carolina State Board of Health, the U. S. Public Health Service, and the local health authorities.

**Asheville—Third floor Old Library Building.**

Daily except Sunday, 9:30—11:00 A. M.

Dr. A. F. Toole, Chief of Clinic.

Dr. C. V. Reynolds, Health Officer.

**Charlotte—Seventh floor Realty Building.**

Daily except Sunday, 2:30—5:30 P. M.  
Dr. S. R. Thompson, Chief of Clinic.  
Dr. C. C. Hudson, Health Officer.

**Clinton—County Health Office, Lee Building.**

Saturdays, 1:00—5:00 P. M.  
Dr. E. T. Hollingsworth, Chief of Clinic and Health Officer.

**Fayetteville—City Hall.**

MEN, Monday, Wednesday, and Friday, 7:00 P. M.  
WOMEN, Tuesday, Thursday, and Saturday, 9—11 A. M.  
Arsphenamine to all patients, Friday, 2:00 P. M.  
Dr. R. A. Allgood, Chief of Clinic.  
Dr. W. C. Verdery, Health Officer.

**Goldsboro—200½ East Walnut Street.**

Daily except Sunday, 11—12 A. M., 4—5 and 7—8 P. M.  
Dr. Richard Spicer, Chief of Clinic.  
H. B. Larner, Health Officer.

**Greensboro—City Hall.**

Daily except Sunday, 4—5 P. M.  
Dr. D. R. Wolff, Chief of Clinic.  
Dr. B. B. Williams, Health Officer.

**High Point—Over Ring Drug Company.**

Daily except Sunday, 7—9 P. M.  
Dr. T. M. Stanton, Chief of Clinic.  
Dr. J. J. McAnnally, Health Officer.

**Raleigh—Wake County Free Clinic, 15 W. South St.**

Week days except Thursday, 1:30—3:30 P. M.  
Dr. C. O. Abernathy, Chief of Clinic.  
Dr. Percy Ahrons, Health Officer.

**Rocky Mount—**

Dr. H. Lee Large, Chief of Clinic and Health Officer.

**Wilmington—Courthouse.**

Daily except Sunday, 4—6 P. M.  
Dr. A. McR. Crouch, Chief of Clinic.  
Dr. Chas. E. Low, Health Officer.

**Winston-Salem—Wachovia Bank and Trust Building.**

Daily Except Sunday, 4—6 P. M.  
Dr. V. M. Long, Chief of Clinic.  
Dr. R. L. Carlton, Health Officer.

**VIII. Other Diseases.**

In many families no readjustment can be obtained until persons suffering with serious diseases have proper treatment or, in case of chronic diseases, be removed and placed in the hospital or sanatorium permanently. For example, almost all cases of hookworm, pellagra, cancer, etc., should be treated in the necessary hospital. For trachoma, typhoid, surgical cassettes, etc., there are few available facilities and the ingenuity of the Public Welfare Superintendent will be severely taxed in taking care of such cases. He should coöperate to the fullest extent with the Public Health Nurse and all health authorities.

## CHAPTER IX

### INSPECTION

It is the duty of the Superintendent of Public Welfare to inspect the jails, convict camps and almshouses in their county at such times and in such manner as the State Board of Public Welfare requires. The State Commissioner of Public Welfare will supply blank forms and instructions regarding such inspection. The following suggestions are to help the Superintendent in carrying out the instructions of the State Commissioner and are supplementary to those instructions.

In inspecting any institutions it is best to make a hurried trip through the institution immediately after arrival in order to see everything before special preparation and alteration can be made after the arrival of the inspector.

It is advisable, whenever possible without too great courtesy, to converse with a number of individual prisoners so as to get a general idea of the type of treatment received. Information received in this way must not be taken literally but should be used as a guide for judging the situation. It is very desirable that on the examination of the jail at least the following methods be included: The food service should be tasted by the inspector, preferably at the time of service, in order to ascertain the quality and seasoning, and also whether it is served at the proper temperature. Beds should be examined to discover vermin in cracks and mattress. He should test the plumbing to see whether adequate pressure exists. The artificial lighting system should be examined to see whether it functions. All employees should be seen in order to ascertain their caliber and personal qualifications.

For the examination of almshouses the same mode of procedure is suggested as in the case of inspection of jails.

In the inspection of convict camps special attention should be made to the source of water supply and method of storing and transportation of food. Also an examination should be made of the convicts to see whether any are required to work who are not in physical condition to do heavy labor. In other respects the other suggestions obtain as in connection with almshouse and jails.

## CHAPTER X

### RECREATION

The Superintendent of Public Welfare is charged with the duty of supervising and censoring recreation, both commercial and non-commercial, in the county. It is his job to inspect the theatres and public dances with the purpose in view of enforcing the law in regard to them. Not only is the type of entertainment to be considered but also the arrangement of exits, lighting and ventilation and sanitary conditions should be kept in mind during the inspection. If dance halls exist especial attention should be given to the lighting and chaperonage. In carrying out his duties as censor, however, he must not take the work too seriously; that is, he must be careful not to undertake things not warrented by present laws or that are not supported by the best sentiment of his community.

Picture shows, stage plays, public dances, pool and billiard rooms and other such forms of amusement come within the limits of commercial recreation. The Superintendent should also take an active interest in recreation of the schools and should assist the school department in promoting inter-school contests and in arranging inter-town ball games. With the assistance of other organizations the County Superintendent should endeavor to establish and promote boy scouts and camp fire girl movements. Wherever playgrounds are advisable he should take the leading part in establishing them and seeing that they are properly conducted. In considering any one or all of the various activities, the Superintendent should bear in mind the community in which he is working and the adaptability of the particular line of recreation which he in endeavoring to establish or promote.

## CHAPTER XI

### RURAL COMMUNITY ORGANIZATION

It is admittedly of great importance to organize communities large and small for civic improvement and social service. No fundamental progress can be made in any community, except through organizing groups of people for the purpose of taking up special projects. Inasmuch as the County Superintendent of Public Welfare is interested in all community progress, he should render his aid and the reputation of his office to help such organization. But there is another reason why he should take special pains to encourage it. He must have the active coöperation of many citizens and of entire communities in order to extend his work to all corners of his county and into every phase of activity. Organizing or helping to organize the community is to be one of the leading tasks of the superintendent, yet this is his most difficult task. It requires experience and time and thought. It would be futile to attempt in a brief chapter to give actual instructions or guidance in this complicated task of community organization. The following suggestions for thought and for future reading and study may help.

In the first place, what kind of organization is best? There is no standard answer to this question. The community movement has not yet produced a single type of organization which may be recommended for every community. It has produced a number of types, all of which possess points of excellence. For example:

#### **1. Organization based upon activities.**

This type of organization usually admits all citizens into its membership. These members are then divided into committees according to their interests. There are committees on recreation, health, education, religion, communication, et cetera. An executive committee or an advisory council is usually provided to act as the directing agency.

Sometimes an organization of this kind is brought about by having special groups formed to work upon specific problems, such as recreation, health, etc., and then having them join in a combined community council or league.

#### **2. Organization based upon institutions.**

This type of organization proceeds upon the assumption that the community has all of the essential institutions for meeting its vital needs. The organization is a federation of all of these institutions or agencies for the purpose of greater efficiency and to eliminate duplication of effort. A coöordinating council representing churches, schools, government, charity organizations, trade unions, farmer's clubs, et cetera, acts as the directing agency.

This amounts to the bringing together of all agencies already at work, and possibly new ones created, for the purpose of planning for special activities and for general improvement of the community. In this way the community gets to know its strength and its weaknesses, and is ready to work at them.

A very excellent pamphlet on this subject, especially as it affects rural communities which naturally constitute the majority of communities in North Carolina, is the one entitled "Mobilizing the Rural Communities," by Professor E. L. Morgan, issued by the Massachusetts Agricultural College Extension Service, Extension Bulletin No. 23. This may be obtained by writing to the above named college.

### **Community Centers.**

One of the first practical results of community organization is the demand for a center which shall be the common meeting-place of the community and from which shall radiate the community culture and the community forces. The school and the church have both made claims for this function. Obviously, in communities where there are churches of several denominations, no one church can hope to be the ideal community center. Schools are owned and supported by all people and inherently possess the democratic characteristics which are essential for a community center. Communities are tending, however, toward the principle of erecting entirely separate buildings for this purpose. Bulletin No. 825 of the United States Department of Agriculture indicates that 248 community houses have been constructed since the year 1900. Of this number 90 have been built since 1915. The time has not arrived to state just what development of the community center is to be. In the larger cities there appears to be an increasing tendency to use the school building for this purpose and in some cases new buildings are constructed with this end in view. What is essential, however, is the fact that an organized community needs a center for its activities, its expression and its culture.

### **Community Programs.**

Community Organizations rise and fall on the basis of their programs. Organization based upon an immediate need is likely to be short-lived. The program should project itself into the future. Quick results should not be promised or expected. The program which will form a stable basis for permanent community organization is one which is based upon the fundamental human needs, such as Health, Recreation, Communication, The Home, Religion, Satisfactory Economic Existence, Sociability, Beauty, et cetera. Such programs may provide for meeting the immediate need but they should include the long-range idea of continued growth and progress.

It may be worth while in this connection to quote Professor C. E. Lindeman of the North Carolina College for Women.

"The individual method of providing for human wants is impossible in the modern world. Individuals function through groups. These groups should act democratically. The world is now witnessing a reaction against control from without. Natural groups are seeking methods through which they may guide and direct their own affairs. This is the essence of the 'Community Movement' of our day.

"The process of community organization usually follows a more or less well-defined order of procedure.

**Community consciousness** must be in the process before a real community can exist. This does not imply that all of the factors of the community must have common interest and a common thought about that interest. It merely means that there must exist some machinery which will make it possible to determine what the community thinks. Differences are not eliminated in the process of establishing community consciousness; they are, rather, given expression in such manner as to produce a resultant thought which shall express the highest common interests of the community.

**Community feeling** may precede rational community thinking but it ordinarily follows. It is made up of the emotional force which the group places behind its thoughts. Without it there is no zest in achievement. Community feeling must become articulate. It must express itself.

**Community will** follows articulation, or expression. The combination of thought, feeling and expression results in the **will** to do things.

**Community action** is the last step in the organization process. The will to do things calls into existence the machinery for doing. When the point of urgent action is reached by a community its organization spontaneously comes into being. A community which fails to furnish the machinery through which action may result is an unorganized community and by that fact a weak community.

### **The Democracy of Community Organization.**

"To speak of community organization is to include the idea of democracy. No form of organization will meet the modern concept of the people unless it is based upon the laws of democracy. This means that successful community organization must proceed upon the assumption that the fundamental insights of life are within the reach of every man; that the common thought and the common will, if properly organized, is better than the individual thought and will. In short, community organization is based upon faith in all the people—faith which will grant them the right to decide their own destinies. Individual glory, and institutional glory must be relegated to the background while the community is lifted to the place of central power."

## CHAPTER XII

### PAROLE

The law provides that the County Superintendent of Public Welfare shall have supervision of all persons discharged or paroled from State Institutions. This includes prisons, insane asylums and reformatories for children. Arrangement should be made through the State Commissioner of Public Welfare to have the County Superintendents informed of intended discharges or paroles from any institutions to his respective county. No such discharge or parole should be granted until after an investigation by the County Superintendent and a written report thereon made to the head of the Institutions. Such investigations should be made by the Superintendent in the same manner and treated in all respects in the same way as an original investigation arising from a case reported in the county in the course of the regular duties of the Superintendent. Entries on records and in the filing system should be made in the same way. The coöperation of all institution heads should be obtained so that, following such investigation, a report regarding the patient or prisoner would be made by the head of the institution to the County Superintendent. That would help the County Superintendent in exercising supervision in an effective way.

In making the investigation and recommendations in the cases of children discharged the County Superintendent should consider the advisability of placing the child in a home other than his parents or guardians. If as a result of his investigation, the County Superintendent deems it wise to place the child in a family other than its own parents or guardians it should be in another community at a considerable distance; the Superintendent should also make attempts at obtaining employment if possible. In some cases no children or other persons should be discharged until after a proper place has been secured for residence and employment. If the person discharged violates the conditions of parole, theoretically he should be returned to the institution. In almost all cases, however, especially of children, there will in fact be no room at the Institution. The Superintendent should, therefore, be exceedingly careful in using the threat of return because he may not be able to keep his word.

The type of supervision exercised in cases of this kind is the same as that required for probationers, that is to say, strict enforcement of the conditions of parole combined with friendly assistance to the person and family. All such cases should be recorded in the same way as other family cases with the addition of records pertaining to probationers. In some instances persons discharged or paroled may have been dealt with by the Superintendent earlier and may already be on his files. In such cases no new case records should be made, but the old records should be continued by additional entries.

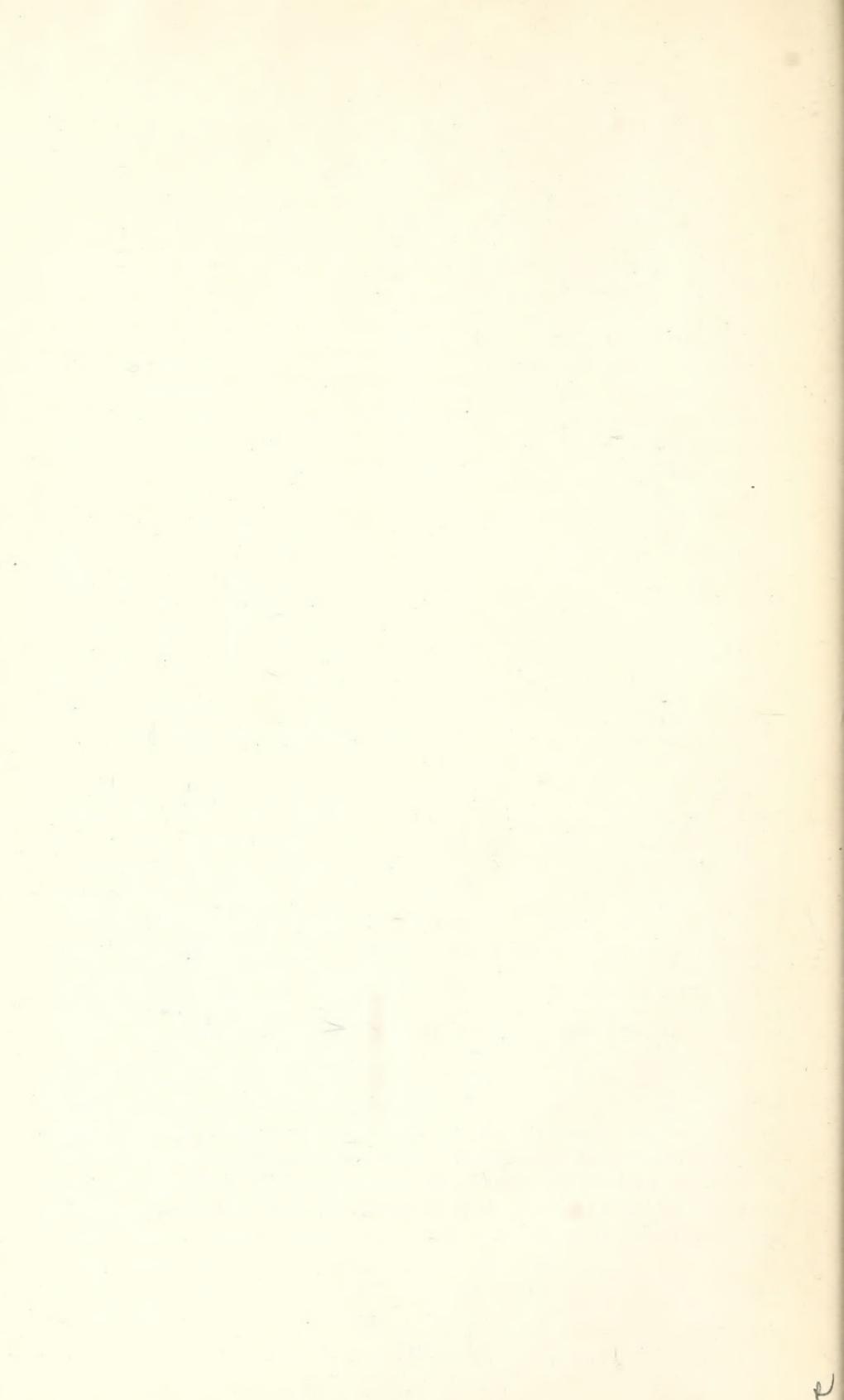
## CHAPTER XIII

### CO-ORDINATION AND DEVELOPMENT OF AGENCIES

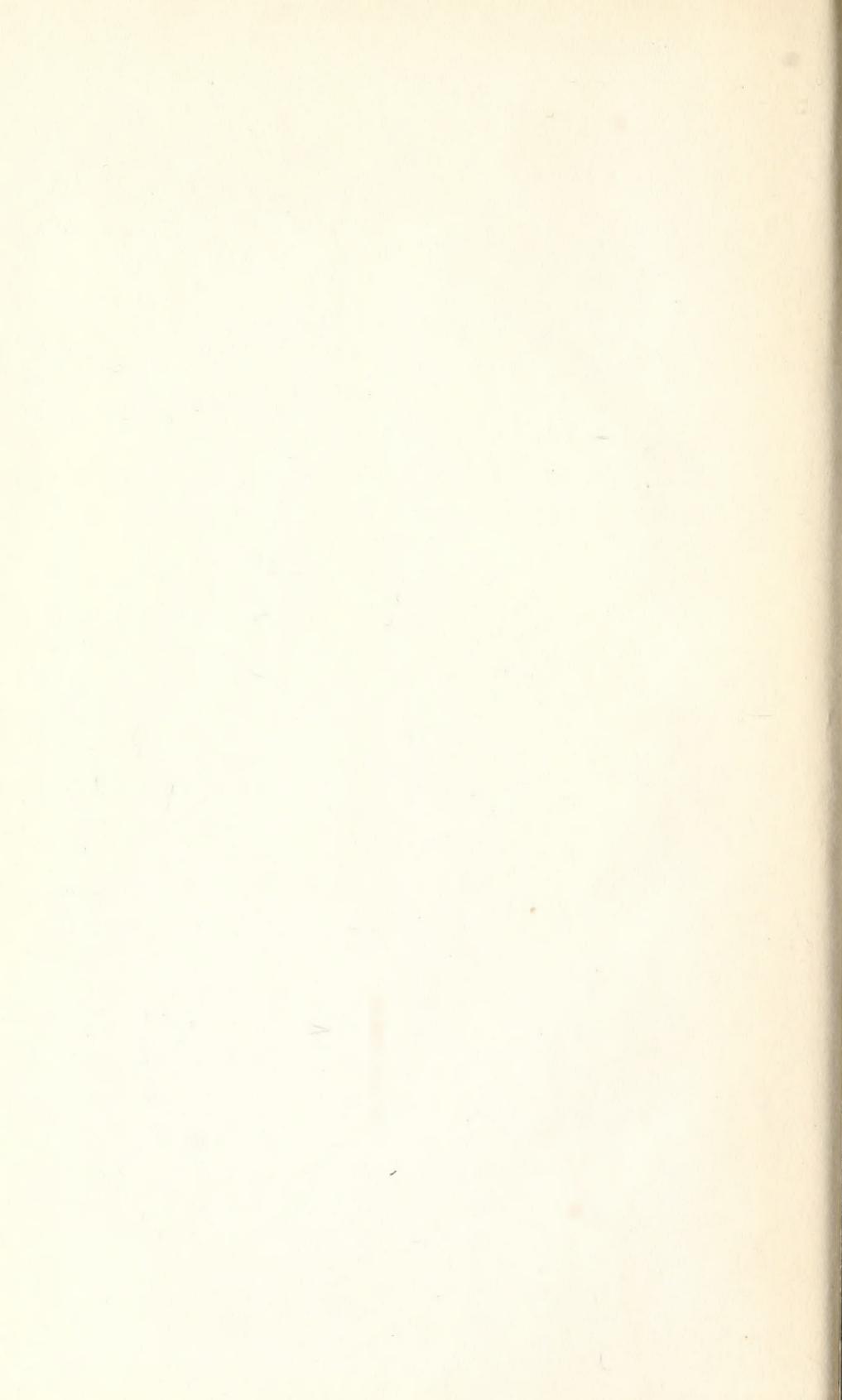
It has already been pointed out that the Superintendent, in order to do his work effectively, will have to call upon other organizations and groups for coöperation in taking over certain parts of his work. For example, friendly visiting and advice for dependent families, volunteer probation, big brother and big sister work, tuberculosis work, baby welfare and community organization, etc. These are some of the activities needed in the work of Superintendents and for which he has to obtain the coöperation of other agencies. It is necessary, therefore, that he establish such relations with organizations of these types that will insure him the heartiest coöperation in every case where he might need it. There will be very few counties where these fields of activity are completely covered by existing agencies. In such cases, the Superintendent should endeavor to stimulate the establishment of organizations or agencies, or if such organizations do exist but are weak, to develop and increase their activities. Where the population does not justify the establishment of new organizations it may be possible to find individuals who will assume the responsibility for these types of work and who will then coöperate with the Superintendents in the same way as agencies would. The following example will illustrate the possibilities in this field:

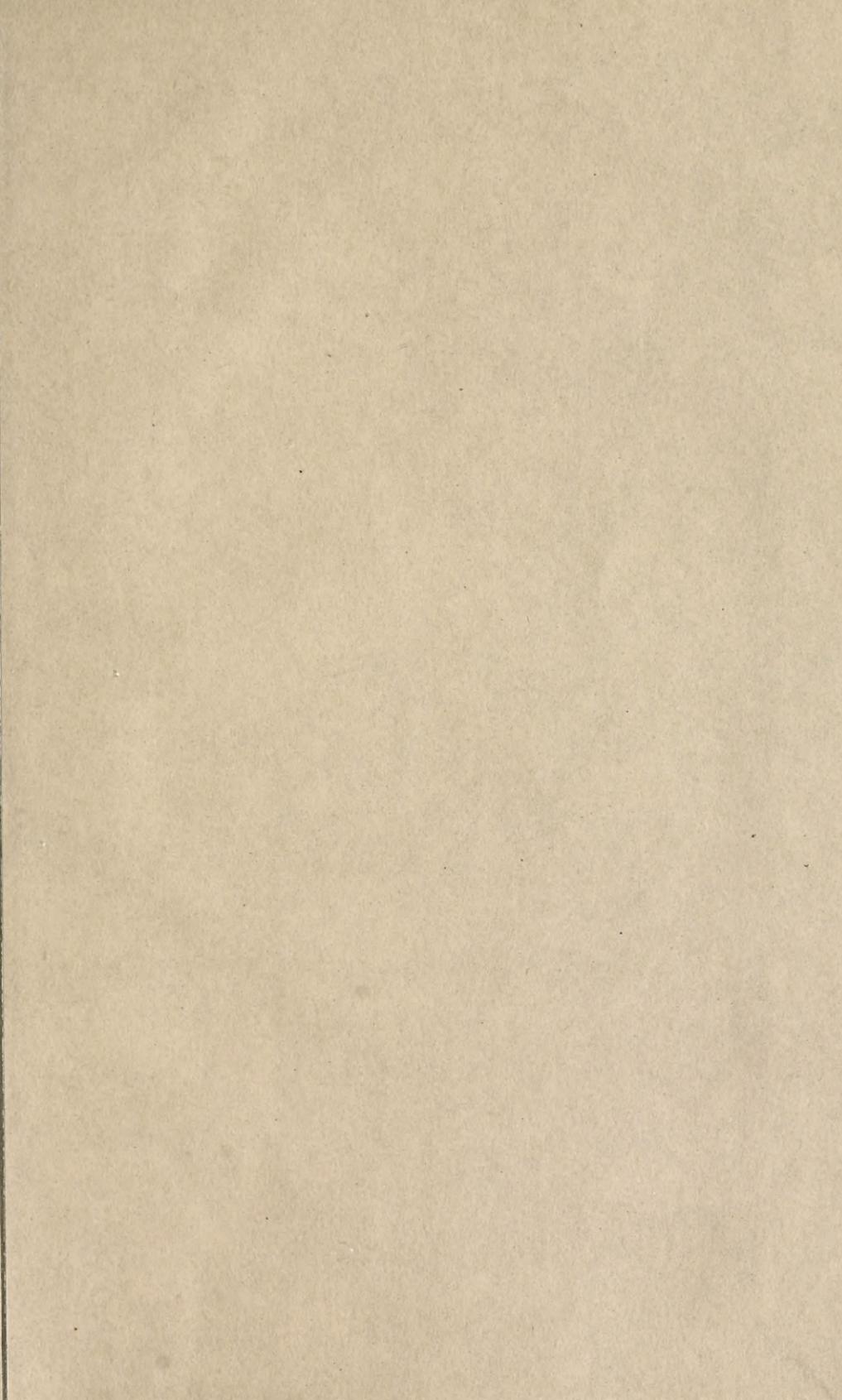
In one of the counties of the State, it was found that a considerable amount of dependence and delinquency came from the colored population. With the aid of a representative of the State Commissioner, a group of leading colored men and women were called together and the situation presented to them by the Superintendent. Under his guidance, the group immediately organized into an auxiliary committee to help the Superintendent in all parts of his work that relate to the colored people. Through their secretary whom they elected at the same time, the Superintendent can now obtain volunteer colored probation officers and friendly visitors, all of whom work directly under the Superintendent and report to him. The general conditions among the colored population are gradually improving and the sense of public responsibility is developing as a result.

The above type of organization can be repeated in most counties, not only in respect to the colored population but also in respect to any other type of service needed by the Superintendent. If the Public Welfare Officer will intelligently discover his needs and promptly proceed to get the help he needs from existing agencies or by starting new agencies, he will not only help himself but will considerably aid in educating the community.









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